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tiations. In January, after accepting proposals which would have released some of this tonnage, Holland was forced by the hostile attitude of Germany to withdraw from the agreement. Great Britain and the United States insisted upon compliance, threatening, in case of obduracy, to seize all Dutch vessels in their harbors. Holland still held back; and on March 20 President Wilson issued a proclamation directing that the vessels should be put into American service forthwith. The President promised ample compensation to the owners as well as suitable provision to meet the possibility of losses through enemy action.—In December Mexican bandits made several raids upon Texas ranches, and in each case, being pursued across the border by American troops, lost heavily in killed and wounded.—On June 28, in view of disorders growing out of a postponed presidential election, American troops assumed police duties in the terminal canal cities of Panama and Colon.—In June the general arbitration treaty between the United States and Great Britain was extended for a period of five years.—In February the United States reached an agreement with Spain providing for the supply of mules, blankets and food to the American forces in France.—On May 3 the United States and Norway entered into an agreement which provided for the exchange of certain commodities and for the restriction of Norwegian exports to Germany.—On March 11 President Wilson addressed a message to the Congress of Soviets meeting at Moscow, Russia, to act upon the peace treaty with Germany. He expressed sympathy with the Russian people and declared that the United States would avail itself of every opportunity to secure for Russia complete sovereignty and independence.

III. THE UNITED STATES

CONGRESS.—The special session of the Sixty-fifth Congress (see last RECORD, p. 35) terminated on October 6. No other Congress during a period of six months reached more momentous decisions. It declared a state of war with Germany; it provided for the raising of a great army by conscription; it appropriated almost nineteen billions, mainly for the prosecution of the war (including generous loans to the Allied powers); it established a system of naval and military insurance such as none of the other belligerents had contemplated; and, in spite of the traditional prejudice against the exercise of autocratic authority, it granted to the administration a very wide discretion in the Espionage Act, the Food Control Act, and other legislation. This course met with almost universal approval. It brought strong words of commendation from the President. Congress, he said,

deserves the gratitude and appreciation of a people whose will and purpose I believe it has faithfully expressed. One cannot examine the record of its action without being impressed by its completeness, its courage, and its full comprehension of a great task. . . . It seems to

me that the work of this remarkable session has not only been done thoroughly but that it has also been done with the utmost dispatch possible in the circumstances or consistent with a full consideration of the exceedingly critical matters dealt with. Best of all, it has left no doubt as to the spirit and determination of the country, but has affirmed them as loyally and as emphatically as our fine soldiers will affirm them on the firing line.

While the course taken by Congress was, doubtless, deserving of this tribute, it would be no exaggeration to say that a ready response to executive guidance was the chief ground of commendation. Cabinet officers framed the bills; Congress accepted them. In caucus the Democrats of the House resolved to consider only measures which were recommended by the President. They gave way to his demand for conscription, although some of their leaders (including the Speaker) bitterly opposed it; they surrendered before his insistence upon a single head for the food administration. The only thing withheld was censorship of the press. It is true that a pacifist element stood out against the declaration of war; but, once the issue had been determined, both parties gave generous support to every measure calculated to make American war plans effective. There were a few obstinate men whose attitude gave color to charges of pro-Germanism; and of these Senator Robert M. La Follette met with the most severe attacks in Congress and in the country. When it became known that the German ambassador had asked for a considerable sum of money "to influence Congress," the attitude of certain public men came under more searching examination. Representative Heflin of Alabama went so far as to say, late in September, that thirteen or fourteen members of the two houses had acted in a suspicious manner.—The **War Revenue** bill, which had passed the House on May 23 (see last RECORD, p. 37), met with long delay in the Senate and in conference. It was signed by the President on October 3. The Senate Finance Committee, seeking, in the words of its chairman, "to provide a superstructure sufficiently strong and flexible to meet not only our present but future needs," proposed to raise \$1,400,000,000 from incomes and war profits alone and \$200,000,000 from intoxicants. It modified the House bill not only by increasing the levies upon incomes and intoxicants, but by doing away with the proposed increases in tariff rates and inheritance taxes as well as the retroactive tax on 1916 incomes. It also gave a new character to the excess-profits tax by adopting graduated rates and fixing the normal profits on the basis of earnings in the three years which preceded the outbreak of the war. Senator Penrose, ranking Republican member of the committee, gave the bill unqualified support, describing it as the greatest revenue measure prepared by an American Congress. Opposition came mainly from a group of radical Republicans who wished to rely more upon

revenue and less upon loans for the conduct of the war and who advocated the "conscription of wealth" by means of heavier taxes on incomes and profits. The vote on final passage was 69 to 4 (Borah, Gronna, La Follette, Norris). The conference committee, after sitting for three weeks, accepted in most cases the changes made by the Senate. The act provides for an increased income tax (the rates being increased and the exemption lowered); an excess profits tax of twenty to sixty per cent, normal profits being represented by the average for the years 1911-1913; increased taxes on intoxicants and tobacco; taxes upon transportation, amusements, automobiles etc.; stamp taxes on bonds, deeds, parcel-post packages etc.; increased taxes on the transfer of estates; and an increase in postal rates which applies to both first-class and second-class matter.—An act of October 1 created an aircraft board of nine members for the purpose of expanding and co-ordinating industrial activities relative to aircraft and of facilitating generally the development of the air service.—The **Military and Naval Insurance** act of October 6 appropriated \$176,250,000 and provided for: (1) governmental family allowances and compulsory allotment of pay for the support of dependents; (2) compensation for death or disability due to injury or disease resulting from service; and (3) additional insurance at low cost.—The **Trading with the Enemy** act prohibits commercial intercourse with an enemy or the ally of an enemy; authorizes the President to establish a censorship of messages passing between the United States and any foreign country; authorizes him to place an embargo on imports from any foreign country; and provides for the creation of a custodian of alien property.—The first regular session of the Sixty-fifth Congress opened on December 3. Four days later, acting upon the recommendation which President Wilson had made in his annual message, the houses adopted a resolution declaring the existence of a state of war with Austria-Hungary (see *supra*, the United States and the War). Only one vote, that of a Socialist representative, was cast against the resolution.—No feature of the session aroused more widespread interest than the critical attitude shown toward the administration in the matter of war preparations. Senator Wadsworth declared that "not one army cantonment is adequately equipped with ordnance. . . . I talked with men whose machine-gun battalions had never seen a machine gun. . . . In the matter of clothes, the soldiers are worse off than in equipment." The Committee on Military Affairs, headed by Senator Chamberlain, began on December 12 a protracted investigation of the War Department. The evidence revealed many instances of mismanagement, such as the failure to provide arms, uniforms, blankets, and adequate hospital facilities. Senator Chamberlain, interpreting this evidence, declared in a speech at New York that "the military establishment of the country has broken down and almost stopped func-

tioning because of inefficiency in every bureau and every department of the government." In a public statement (January 21) the President came to the support of the secretary of war, expressing the highest confidence in him and describing Chamberlain as utterly ignorant of actual conditions. The latter immediately replied with an analysis of the facts which had been brought to the attention of the committee; he declared that, in view of these facts, the President himself seemed to be ignorant of the conditions. Two months later the committee made a brief report on the government's airplane program. According to this report the so-called "Liberty" motor could be used only in heavy planes, and only four motors had so far been shipped abroad; officials were accused of misrepresentation. At the same time Lodge of Massachusetts, supported by Johnson of California and Poindexter of Washington, attacked the record of the administration during the first year of the war. The United States, he said, had no fighting airplanes in France, no guns except old coast-defense guns; in twelve months only two American ships had been completed. "We got the men; we can get more men; but apart from that what have we to show in accomplishment? A wasted year!" Some weeks later a resolution was introduced authorizing the Committee on Military Affairs to investigate the activities of the War Department in relation to aircraft and ordnance production and the quartermaster-general's supplies. President Wilson resolutely opposed this project. Its adoption, he said, would be "a direct vote of want of confidence in the Administration. . . . These are serious times, and it is absolutely necessary that the lines should be clearly drawn between friends and opponents."—The President also opposed a bill (introduced by Senator Chamberlain) which would have created a war cabinet "of three distinguished citizens of demonstrated ability" to formulate policies and to supervise activities of the executive departments. He believed that this proposal, which "came after effective measures of reorganization had been thoughtfully and maturely perfected, . . . would involve long additional delays and turn our experience into mere lost motion."—On February 6 Senator Overman introduced an administration bill which empowered the President "to make such regulations and issue such orders as he may deem necessary" in order to redistribute functions among the departments, bureaus, and other governmental agencies. This substitute for the war cabinet bill recommended itself as more elastic and more capable of adjustment to changing circumstances. The Senate adopted it on April 29 (by a vote of 63 to 13); the House on May 14 (by a vote of 295 to 2).—On December 28, pursuant to a proclamation of the President, the railroads of the country passed under government control (see *supra*, the United States and the War). Soon afterwards the President addressed both houses, explaining the purposes of his assumption of control and ask-

ing for legislation relative to the financial phases of the transfer. The railroad bill, as signed by the President on March 21, provided: that the roads should be restored to their owners twenty-one months after the close of the war, that they should receive a rental based upon the average net incomes for the three years ending June 1917, and that, subject to review by the Interstate Commerce Commission, the President should fix freight and passenger rates. During the debates Democratic senators seemed much divided in opinion. Underwood of Alabama felt alarmed at the large powers given to the President and at the possibility of permanent public ownership. Lewis of Illinois, on the other hand, had no misgiving; he felt that the time had arrived for government ownership not only in this field, but in many others. Four months later, indeed, Congress adopted, at the request of the President, a resolution empowering him to take over the **telephone and telegraph** systems of the country for the period of the war (see *supra*, the United States and the War). In the House the vote was 221 to 4; in the Senate, where the debate grew acrimonious at times, 46 to 16.—The "**Sabotage**" bill, designed "to punish the destruction or injuring of war material and war transportation facilities . . . and to prevent the hostile use of property during time of war," raised an important issue with regard to workers in war industries. The House, by a vote of 255 to 59, adopted an amendment imposing heavy penalties on those who should conspire to obstruct war activities. Apparently this amendment was intended to withhold the right of collective bargaining. Representative Lunn of New York, a former Socialist, brought forward another amendment, apparently in contradiction to the first, which expressly reserved to employes the right "to stop work, or not to enter thereon, with a *bona fide* purpose of securing better wages or conditions of employment." This amendment was carried by a vote of 272 to 38. From the fact that in the first case 114 and in the second case 118 members abstained from voting it was obvious that the question caused a good deal of embarrassment. In the Senate uncompromising opposition to the exemption of strikers was voiced by Thomas (Colorado), Gallinger (New Hampshire), Underwood (Alabama), Calder (New York), and others. Hollis (New Hampshire) took strong ground on the other side. It was finally decided to drop both amendments; the House acquiesced in this course; and President Wilson signed the bill on April 20.—Early in May the **Espionage** Act (see last RECORD, p. 38) was amended so as to impose severe penalties on persons wilfully uttering "disloyal, profane, scurrilous or abusive language about the form of government of the United States, the Constitution, the military or naval forces, the flag or uniform of the United States," or any language intended to bring these into "contempt, scorn, contumely or disrepute." The postmaster-general is empowered to refuse delivery of mail which violates

the terms of the espionage acts.—An act of April 5 authorizes the government to create a **War Finance Corporation** and through it give assistance to enterprises necessary to the prosecution of the war. The act provided that the corporation should have a maximum life of ten years, that it should have a capital stock of \$500,000,000 and power to issue \$3,000,000,000 in bonds, and that the directorate should include the secretary of the treasury and four others named by the President. In laying this measure before Congress the administration was influenced by the fact that, with the floating of liberty loans, many firms which produced war materials found it impossible to raise working capital in competition with the government.—President Wilson exercised his **veto power** in the case of three bills: the post-office appropriation bill, which, against the settled view of the executive, provided for the continued use of pneumatic mail tubes in the large cities; the legislative, executive, and judicial appropriation bill, which required government employes to work eight, instead of seven, hours a day; and the agricultural appropriation bill, which fixed the price of wheat at \$2.40 a bushel as against the price of \$2.20 fixed by the food administration. In all three cases Congress reconsidered its action and sustained the president's veto.—On December 18 Congress adopted a resolution calling for nation-wide prohibition by constitutional amendment (see *infra*, Prohibition). A resolution providing for a woman suffrage amendment passed the House on January 10 by exactly the two-thirds vote required. The Democrats divided almost evenly; the Republicans were overwhelmingly in favor of the amendment. In the Senate, notwithstanding the pressure brought to bear by suffragists, the resolution seemed to lack several votes of the necessary two-thirds. At the close of July the Committee on Woman Suffrage showed no intention of reporting the resolution.—The Webb bill, which gives American exporters the right to combine for the purposes of foreign trade (see last RECORD, p. 32), was at last adopted by the Senate on December 12.—On June 6, in a letter to Chairman Kitchin, of the Ways and Means Committee, the secretary of the treasury estimated the expenditures for the fiscal year ending June 30, 1919, at \$24,000,000,000. He advised meeting two-thirds of this outlay by bonds and the rest by taxation; and he recommended, among other things, that a war-profits tax at a very high rate should be superimposed upon the existing excess-profits tax and that there should be substantial taxes laid upon luxuries. Yielding to the judgment of the administration, the committee soon began the work of framing a new revenue bill for passage before adjournment. Before the end of July it had tentatively decided to increase estate taxes (by fifty per cent), excise taxes (by as much as three hundred per cent in some cases), and income taxes, and to raise a billion dollars by levies upon luxuries (such as automobiles, sporting goods, cameras). Meanwhile, on July 13, Congress

virtually took a recess till August 19, suspending important legislation and meeting only on Mondays and Thursdays. Under this arrangement the Senate postponed action upon the emergency food production bill, which, by virtue of the Gore amendment, would prohibit the sale of intoxicating liquors after the end of the year.

THE FEDERAL JUDICIARY.—Among the important decisions of the Supreme Court were the following: The authority of a state to regulate intrastate rates of interstate carriers may be exercised through commissions; and after a carrier has established commutation rates for suburban communities, the state may, without violating the federal Constitution, regulate such rates and fix rates different from those charged generally (*Pennsylvania Railroad Company v. Towers*, 38 S. C. R. 2). Congress may prevent interstate carriers from discriminating against localities to which they bill traffic, but which are not reached by their own lines (*St. Louis Southwestern Railway Company v. U. S.*, 38 S. C. R. 49). A North Carolina statute requiring carriers to keep a record of shipments of intoxicating liquors is valid as applied to interstate commerce in view of the Webb-Kenyon law (*Seaboard Air Line Railway v. North Carolina*, 38 S. C. R. 96). The Interstate Commerce Commission has power to deal with discrimination in rates arising out of a disparity between interstate and intrastate rates and to require the removal of such discrimination by increasing intrastate rates (*Illinois Central Railway Company v. Public Utilities Commission of Illinois*, 38 S. C. R. 170). A corporate excise tax of Massachusetts laid upon foreign corporations maintaining only a local selling office from which orders are solicited subject to the approval of the home office violates the commerce clause by laying a burden on interstate commerce (*Cheney Brothers v. Massachusetts*, 38 S. C. R., 295). A state may tax property within its borders even if used in interstate commerce (*Cudahy Packing Company v. Minnesota*, 38 S. C. R. 373). The act of 1906 prohibiting the shipment of misbranded food products is a legitimate exercise of the power to regulate commerce (*Weeks v. U. S.*, 38 S. C. R. 219). A tax levied in Pennsylvania upon dealers in merchandise is an "impost" upon exports so far as it is measured by receipts from merchandise shipped to foreign countries (*Crew Lenick Company v. Pennsylvania*, 38 S. C. R. 126). The union in one corporation of a number of others, each of which had been engaged in the manufacture of patented non-competing machines which were used successively in manufacturing processes, is not a combination in restraint of trade (*U. S. v. United Shoe Machinery Company*, 38 S. C. R. 473). The act of 1916 prohibiting the interstate shipment of the products of mines and factories where children are employed is not a legitimate exercise of the commerce power; it cannot be sustained on the theory that Congress has power so to control the shipment of child-made goods because of the effect of such

goods in states where the evil of child labor has been recognized by local legislation (*Hammer v. Dagenhart*, 38 S. C. R. 529). A municipal ordinance prohibiting white or colored persons from moving into any block upon which houses occupied by the opposite race predominate takes property without due process of law; colored persons are citizens of the United States and have the right to purchase property and enjoy the use of it without discrimination against them solely on account of color; the police power, though broad, cannot justify a law or ordinance contrary to the federal Constitution (*Buchanan v. Warley*, 38 S. C. R. 16). The right to make non-membership in a union a condition of employment is a constitutional right which cannot be taken away even by legislation unless through some proper exercise of the police power (*Hitchman Coal and Coke Company v. Mitchell*, 38 S. C. R. 65). An Idaho statute which prohibits the possession of whisky for personal use does not abridge the privileges and immunities of citizens or deny due process of law (*Crane v. Campbell*, 38 S. C. R. 98). Under article one, section eight, of the Constitution, Congress has power to raise an army by conscription; and the selective draft law of 1917 does not impose involuntary servitude (*Arver v. U. S.*, 38 S. C. R. 159). A statute of Wisconsin which discriminates between foreign and domestic insurance companies does not deny equal protection of the laws, as the basis of classification is warranted (*Northwestern Mutual Life Insurance Company v. Wisconsin*, 38 S. C. R. 444). The purpose of the equal protection clause is to secure every person within a state's jurisdiction against intentional and arbitrary discrimination whether occasioned by the express terms of a statute or by its improper execution through duly accredited agents (*Sunday Lake Iron Company v. Wakefield Township*, 38 S. C. R. 495). The conduct of foreign relations is committed to the executive and legislative departments, and the propriety of their exercise of this political power is not subject to judicial inquiry (*Oetjen v. Central Leather Company*, 38 S. C. R. 309). The recognition of the Carranza government, by the political department of our government, as the *de facto* and, later, as the *de jure* government of Mexico binds the judges as well as all other officers and citizens (*Ricaud v. American Metal Company*, 38 S. C. R. 312).

PROHIBITION.—In large part, no doubt, because of war conditions, prohibition sentiment showed a marked increase through the country. The attitude of Congress reflected it. The Food Control Act of August 10, 1917 (see last RECORD, p. 37) had forbidden the importation of distilled spirits and the use of foodstuffs in their manufacture. The emergency food production bill, still pending in the Senate at the close of this RECORD, prohibits the sale of intoxicating liquors after December 31, 1918. On December 18 Congress adopted a resolution submitting to the states a **constitutional amendment** which, if ratified

within seven years, would prohibit "the manufacture, sale, or transportation of intoxicating liquors within, the importation thereof into, or the exportation thereof from the United States and all territory subject to the jurisdiction thereof for beverage purposes," after one year from the ratification of the article. Thirteen states have ratified: Arizona, Delaware, Georgia, Kentucky, Maryland, Massachusetts, Mississippi, Montana, North Dakota, South Carolina, South Dakota, Texas, Virginia. Of these, five are "wet" states: Delaware, Kentucky, Maryland, Massachusetts and Texas. Two wet states refused to ratify: Rhode Island on March 13 by a vote of 20 to 18 in the senate, and Louisiana on May 23 by a tie vote in the senate. New Jersey and New York postponed action, the New York assembly adopting the amendment subject to a popular referendum. — There are now 27 "dry" states, or eight more than at the close of the last RECORD (p. 40); these eight are Indiana, Michigan, Montana, Nebraska, New Hampshire, New Mexico, South Dakota, Utah. On November 6 Ohio rejected state-wide prohibition by a vote of 522,430 to 524,153. In January a local-option bill was passed by the New Jersey legislature. In March the Texas legislature, in special session, adopted state-wide prohibition as a war measure. — Under the local-option law, and with women voting, twenty New York cities went "dry," these having an aggregate population of 375,000 and including Binghamton, Elmira, and Jamestown. Eighteen other cities remained "wet."

STATE AFFAIRS. — No definite political trend could be observed in the elections held on November 6. While the Democrats, by large majorities, elected their entire ticket in New York city, the Republicans maintained control of the assembly. In New Jersey a Republican senate and assembly were chosen; in Connecticut, Massachusetts, and Pennsylvania Republican Congressmen; and Samuel McCall defeated the Democratic candidate for governor of Massachusetts, his opponent in 1916, by an increased plurality. An examination of the returns from various parts of the country indicated no general gain or loss for either of the major parties. The Non-Partisan League, an agrarian party lately organized in the Middle West, gave evidence of continued vitality when, on June 26, Governor Frazier, the candidate of the League, was renominated in the Republican primaries for the office of governor of North Dakota. — New York, which rejected **woman suffrage** two years before, adopted it on November 6 by a vote of 646,500 to 555,000. Before the election President Wilson had written to the leaders of the Woman Suffrage party to express his warm approval of the movement. Maine rejected woman suffrage on September 10 by a vote of almost two to one; Ohio, on November 6, by 136,000. In May the Texas legislature extended to women the right to participate in the primaries of the Democratic party. On October 26 the supreme court of Indiana held that a statute conferring the

presidential suffrage on women violated the constitution, in which voters are defined as "male citizens." Dissatisfaction with the workings of the direct primary manifested itself among conservative party leaders in New York; this found expression in hearings before a committee of the state senate and in the assembling of informal conventions for both the Republican and the Democratic party in July.—On August 23, as the result of a race riot at Houston, Texas, involving negro soldiers of the twenty-fourth infantry, seventeen persons were killed. Thirteen soldiers, convicted by court-martial, were hanged four months later. Three negro soldiers, found guilty of assaulting and outraging a young white girl at Camp Dodge, Iowa, were hanged on July 5. Numerous **lynchings** occurred in the South; at Memphis, in October, the mob burned a negro at the stake. In northern states a growing indignation against the free utterances of alien enemies and German sympathizers led to a number of lawless outbreaks and, in one case, to the taking of life. On July 26, in a statement addressed to the public, President Wilson severely condemned "the mob spirit which has recently here and there very frequently shown its head among us, not in any single region, but in many and widely separated parts of the country. There have been many lynchings, and every one of them has been a blow at the heart of ordered law and humane justice. . . . How shall we commend democracy to the acceptance of other peoples if we disgrace our own by proving that it is, after all, no protection to the weak?" Next day a negro was hanged at Ben Hur, Texas.—On December 25 George P. Hunt, Democrat, assumed office as governor of Arizona, the supreme court of the state, after a review of the 1916 election returns, having unseated the Republican candidate.—In September Indiana adopted a statute under which county contracts for public works must be approved by the state administration before being awarded. In Minnesota, under a rule of the state board of health, plans for improvement in local water, sewage, and refuse-disposal plants must be approved by the board. A New Jersey statute of 1918 requires those in charge of water purification and sewage treatment to be licensed by the state Board of Health.—On August 24 the Texas house of representatives presented to the senate articles of impeachment charging Governor James E. Ferguson with misappropriation of state funds. A month later the senate, sustaining these charges, removed the governor from office.—In March the Wisconsin legislature adopted a resolution condemning Senator Robert M. La Follette because of his attitude toward the war.

MUNICIPAL AFFAIRS.—On November 5 the United States Supreme Court held a segregation ordinance of Louisville, Kentucky, unconstitutional. This ordinance forbade persons of either the white or the black race from moving into residence blocks in which a majority of the inhabitants were of the opposite color (see *supra*, the

Federal Judiciary).—In the autumn, as the result of a letter addressed by the secretary of war to mayors and sheriffs, a vigorous crusade against various forms of vice was undertaken in the neighborhood of army camps. This movement spread to other cities without the exertion of pressure by the federal authorities. In December the supreme court of Texas held invalid a Houston ordinance providing for the segregation of prostitutes. The governor of North Dakota removed the president of the Minot City Commission for conniving at disorderly conditions. In January the police chief of San Antonio, who had been suspended for alleged failure to enforce the laws against vice, was exonerated and restored to office.—In the municipal elections of November 6 nothing attracted such widespread attention as the sweeping victory of Tammany in New York. Tammany secured the office of mayor, every seat on the Board of Estimate, and a safe majority of the Board of Aldermen. John F. Hylan, the candidate for mayor, received almost twice as many votes as Mayor Mitchel who, defeated in the Republican primaries, sought re-election on an independent ticket. The Socialist candidate, Hillquit, who was accused of having pacifist and pro-German inclinations, ran very close to Mitchel and polled 140,000 votes, nearly five times the vote his party received in the preceding election. The Socialists, though beaten in Dayton, developed great strength; but in Chicago they were unable to make headway against the Fusion judicial ticket. The Republican machine in Philadelphia managed to defeat the "Town Meeting" party in spite of the fact that accusations of conspiracy to murder rested upon some of the Republican bosses and that many regular Republicans, including Senator Penrose, gave their support to the reformers. Manchester, New Hampshire, chose a Democratic administration for the first time in forty years. In Louisville, where the Democrats had been in control for the past decade, a Republican mayor was elected.—Among the cities adopting the commission plan of city government were: Albuquerque, Newark, East St. Louis (Illinois), Rahway (New Jersey), and Roanoke. On the other hand, Lynn (Massachusetts), after seven years' experience with the plan, and Appleton and Portage (Wisconsin), after six years' experience, abandoned it.—In January a former chief of police in Chicago, being tried on charges of extortion and conspiracy, was found not guilty.—On August 9 the Indianapolis chief of police, S. V. Perrott, was sentenced to four years imprisonment and a fine of \$1,000 for committing election frauds in 1914 (see last RECORD, p. 41). A former city official and four policemen received lighter sentences.—In August Hugh McIndoe, mayor of Joplin, Missouri, was recalled from office because of lax enforcement of the law.—In September the aqueduct connecting New York reservoirs with a watershed in the Catskills was completed. The new system of subways, greatly extending the city's transportation facilities north and south,

was opened to traffic in July. In January the minimum wage of city employes was increased to \$3. After holding office for a few weeks, Police Commissioner F. H. Bugher resigned; his public explanation included sharp criticism of Mayor Hylan for improper interference in the police department. The mayor thereupon appointed as commissioner a lieutenant in the uniformed force, R. E. Enright.—In December a recall election in Oakland, California, resulted favorably to Mayor J. L. Davie.—In September Mayor T. B. Smith of Philadelphia and certain other persons were charged with conspiracy in connection with the killing of a special policeman and assault on an assistant district attorney who was a candidate for ward leadership in the Republican primaries. New York gunmen, after their arrest, declared that they had been brought to Philadelphia to take part in rioting and that the police had promised them immunity. Failure to enforce regulations with respect to disorderly houses and the sale of liquor brought the Philadelphia police under federal control.—Two members of the Youngstown city council were removed from office and sentenced to imprisonment for an indeterminate period of one to ten years for accepting bribes.—In the spring, direct primaries were abolished in San Francisco; there is now a free system of nomination with preferential voting in the election. District Attorney Fickert, who had incurred the resentment of the radical element because of his prosecution of dynamiters, was successful in a recall election.

CAPITAL AND LABOR.—The American Federation of Labor, holding its convention at Buffalo in November, gave unmistakable evidence of its intention to support the administration in carrying the war to a successful end. President Wilson addressed the delegates on November 12; he pleaded for co-operation with other groups and classes in the effort to release the spirit of the world from bondage. A resolution to approve the action of Samuel Gompers in organizing the American Alliance for Labor and Democracy fairly tested the attitude of the delegates. The resolution was carried by a vote of 21,579 to 402. The **Socialist party**, on the other hand, formally adopted a pacifist attitude; some of its leaders expressed pro-German opinions; and on February 2 five leaders of the party (including Victor Berger and Adolph Germer) were indicted at Chicago for encouraging disloyalty and interfering with the prosecution of the war. Meanwhile several prominent members of the party (John Spargo, William English Walling, and others) seceded and, effecting a union with various radical and progressive groups, formed the new **National Party**. They held a convention in Chicago on March 8. The platform then adopted endorsed prohibition, woman suffrage, government ownership of public utilities and industries dependent on public franchises or requiring large-scale non-competitive operation, and various radical doctrines. Neither the Prohibition party nor the Non-Partisan League would

consent to merge its identity in the new party. The **Industrial Workers of the World** carried on an active propaganda against the war. At Spokane, on August 19, their local leaders were arrested on the charge of ordering strikes in the lumber and fruit industries and preaching sedition; next month agents of the Department of Justice raided I. W. W. offices in various parts of the country; and in May 112 persons were brought to trial at Chicago charged with conspiracy to impede the prosecution of the war.—In view of the serious labor disturbances in the western part of the country, President Wilson appointed, in September, a commission to investigate the facts and find some way of adjustment. The commission achieved a notable success, settling a strike of 5,000 miners in the Globe-Miami copper region of Arizona. In Seattle 12,000 men employed in shipyards agreed to resume work and await settlement of their demands by federal agencies. In Portland, Oregon, the unions took similar action. In its report to the President the commission recommended, among other things, the elimination of all profiteering "to the utmost practicable extent during the war," some form of collective relationship between management and men in big industries, and the eight-hour day.—On February 19 the secretary of labor announced the names of representatives of capital and labor who would seek to establish a basis for the adjustment of disputes during the period of the war. This body began a series of conferences at Washington on February 25, and a month later recommended that there should be no strikes or lockouts during the war and that a mediation board should be created. On April 9, therefore, President Wilson created a War Labor Board.—Shipyards on both the Atlantic and Pacific coasts were affected by serious strikes. In the Pacific yards 50,000 men went out during September, demanding large increases in pay. After the settlement of this dispute, ship carpenters in Atlantic yards struck for higher wages and the closed shop; they also asked the government to take over the yards. On February 17 President Wilson sent a sharp rebuke to the strikers. "No body of men," he said, "have the moral right in the present circumstances of the nation to strike until every method of adjustment has been tried to the limit." The effect of this message was immediate. The men returned to work next day, leaving the matters in dispute to be adjusted by arbitration.—A strike of 6,500 longshoremen threatened to tie up shipping in New York harbor; on September 20, after being out only four days, the men accepted arbitration.—In November the four railroad brotherhoods began to formulate demands for increased wages. On January 18 the government, having taken over the control and operation of the railroads, appointed a wage commission to supervise the whole field of railway labor. This commission, with Secretary Lane as chairman, heard the demands of the men on January 29. These demands averaged nearly forty per cent

over the existing scale and aggregated little short of half a billion for the year. On May 26, acting on the report of the commission, the director-general of railroads granted wage increases aggregating \$300,000,000 a year. At the same time he ordered an increase in passenger and freight rates to meet the new burden laid upon the roads.—During the late summer and autumn the employes of street railways struck in Seattle, Kansas City, San Francisco, Minneapolis, Akron, and smaller places. In Kansas City two sergeants and forty-one patrolmen were dismissed from the police force because of failure to protect strike-breakers.—Successful strikes occurred among municipal employes in a number of cities. In South Bethlehem the police, in Scranton the street workers, in Schenectady and Walla Walla the firemen obtained higher pay.—On July 15, 10,000 men employed by the General Electric Company at Lynn struck to obtain higher wages and improved working conditions.—On July 5, after being out for five days, 3,000 operatives in the cotton mills of Lowell received a five per cent increase of wages and returned to work. Strikes in the cotton mills of Manchester and in the Blackstone Valley of Rhode Island occurred at the same time.—More than 10,000 machinists, employed in Newark and its vicinity, left work on July 17 demanding an eight-hour day, an increase of fifteen cents an hour, and time and a half for overtime.—At the end of July some 31,000 workers in the industrial centers of Massachusetts and Rhode Island had left employment in munition plants. They demanded higher wages, improved working conditions, and recognition of the union.

IV. THE BRITISH EMPIRE.

THE UNITED KINGDOM.—Not only the enfranchisement of women and the projected electoral reforms are contributing to what is practically a **political revolution** in England. There figures largely and powerfully in the changes in process a revitalized and far-seeing Labor party. Getting definition from its program instead of from a particular social class represented by its membership, it reacted from the beginning very vigorously to the Russian Revolution.—Its August debate on the question of sending delegates to an International Socialist Conference resulted in the **resignation of Arthur Henderson**, its secretary, from the Lloyd George War Cabinet. Henderson had just returned from Russia. The situation there, he declared, required the conference, as the Russians did not understand the point of view of British labor and a point-blank refusal would do great harm among them. The resolution favoring participation in the conference was carried by an immense majority. Being contrary to the declared policy of the government, it necessitated Henderson's resignation. Lloyd George accused him of bad faith, claiming that he had led the cabinet to believe that he would oppose sending delegates and had